



**A Publication of the County of Fairfax, Virginia
Department of Planning & Zoning**

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**STAFF REPORT
2005-2006 AREA PLANS REVIEW**

SUPERVISOR DISTRICT(S): Mason

APR ITEM(S): 05-I-2B; 05-I-10B

NOMINATOR(S): 05-I-10B: Heather M. Himes; 05-I-2B: John Thillmann

ACREAGE: 05-I-10B: 7.02 Acres; 05-I-2B: 1.34 Acres

TAX MAP I.D. NUMBERS: 05-I-10B: 61-2((1))112,113,113A,113C,114; 61-2((19))5A,11A;
61-2((45))B;61-4((30))15,17 05-I-2B: 61-2((1))112

GENERAL LOCATION: Generally located south of the Columbia Pike and
Leesburg Pike Interchange.

PLANNING AREA(S): I

District(s): Baileys

Sector: GLASGOW (B4)

Special Area(s): Baileys Crossroads CBC (Sub-Unit D-2)

ADOPTED PLAN MAP: 05-I-10B: 4-5 DU/AC, OFFICE, RETAIL & OTHER
05-I-2B: RETAIL & OTHER

ADOPTED PLAN TEXT: 05-I-10B and 05-I-2B: Retail or office up to .35 FAR with option
up to .50 FAR. Option for retail/office mixed use up to .70 FAR.

For complete Plan text see <http://www.fairfaxcounty.gov/dpz/comprehensiveplan/planareas.htm>

PROPOSED PLAN AMENDMENT: 05-I-10B: Office/Retail and/or Residential mixed use
up to 2.0 FAR. Options for Residential/Office/Retail mixed use up to 3.0 FAR with 5 acres
consolidation. 05-I-2B: Residential/Office/Retail mixed use up to 2.0 FAR.

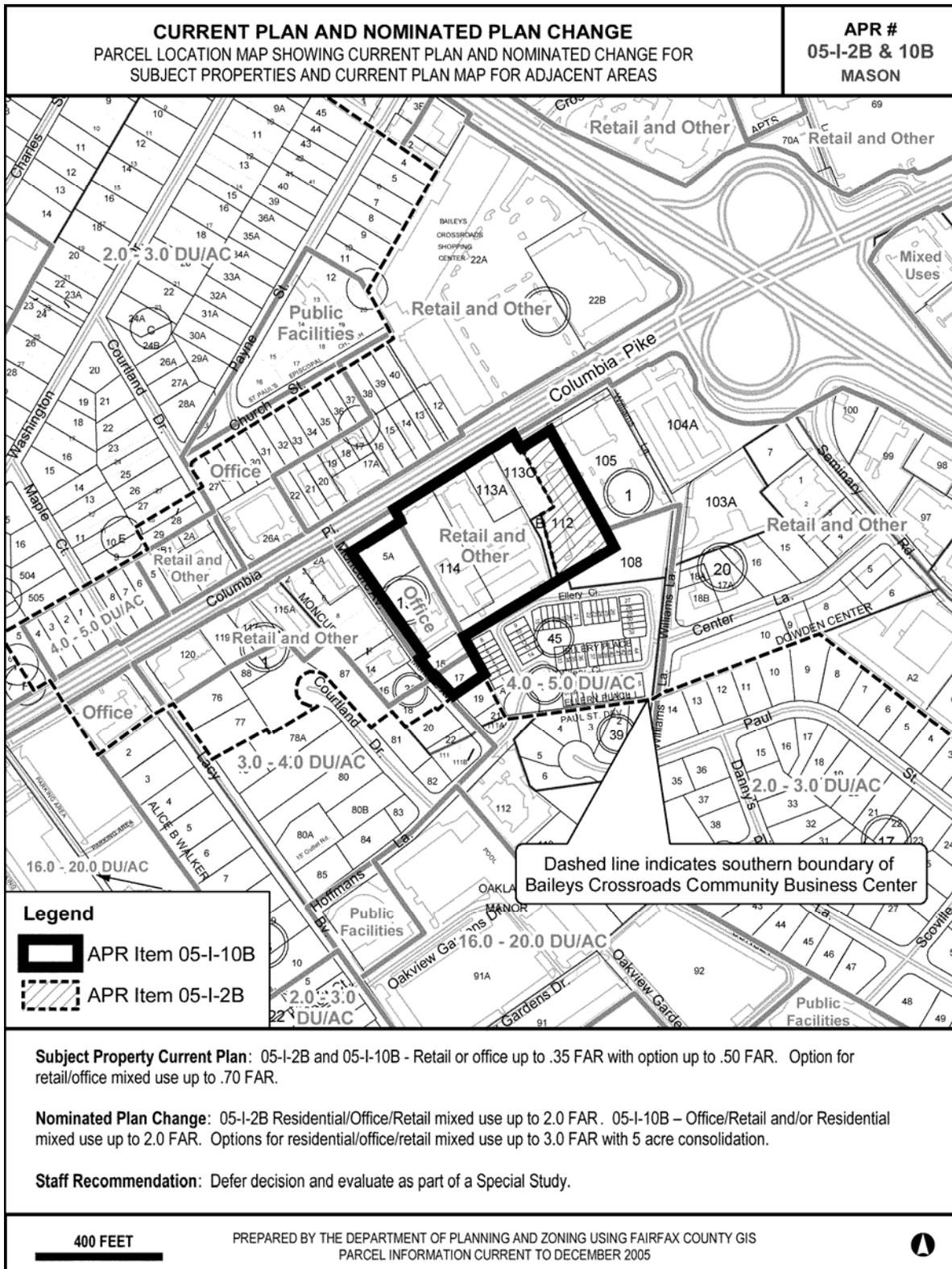
SUMMARY OF STAFF RECOMMENDATION:

Approve Nomination as Submitted

Approve Staff Alternative*

Retain Adopted Plan

*Evaluate this redevelopment issue and others comprehensively in the Bailey's CBC Special
Study.



CONTEXT

General Location:

This property is generally located south of the Columbia Pike and Leesburg Pike interchange and located east of Moncure Avenue.

Planned and Existing Land Use and Zoning:

Subject Property: The subject property is located in Sub-Unit D-2 of the Baileys Crossroads CBC. The property is currently developed with retail, office and institutional use. The area is planned for retail and office uses up to .35 FAR with an option for .50 FAR and another option for retail/office mixed use up to .70 FAR. The property is zoned R-3, C-3, and C-8.

Adjacent Area:

North: The area to the north, across from Columbia Pike, is developed and planned for retail and office use up to .35 FAR, with a portion of the area having an option for residential at 8-12 du/ac. The area is zoned C-5 and C-6.

South: The area to the south is planned for residential use at 4-5 du/ac with options for residential use at 12-16 du/ac and 16-20 du/ac. The area is developed with townhouses and is zoned R-16.

West: The area to the west, across from Moncure Avenue, is developed and planned for retail use and is zoned C-5 and C-6.

East: The area to the east, is developed with a car dealership, is planned for retail and office uses up to .35 FAR with an option for .50 FAR and another option for retail/office mixed use up to .70 FAR. The area is zoned C-8.

PLANNING HISTORY

The Baileys Crossroads Community Business Center was the subject of a Special Study, resulting in a Plan amendment on February 7, 2000 (S97-CW-6CP).

ADOPTED COMPREHENSIVE PLAN TEXT

The subject property is in the western portion of Baileys Crossroads CBC, Sub-Unit D-2. The following citation is for Plan guidance that directly addresses the subject property. Full Plan text for Sub-Unit D-2, can be found in Attachment I.

Fairfax County Comprehensive Plan, Area I, 2003 Edition, Baileys Planning District as amended through 7-25-05; Baileys Crossroads CBC, Land Unit Recommendations, Sub-Unit D-2, pages 38-39:

“This sub-unit is directly south of the interchange of Leesburg and Columbia Pikes, between Moncure Avenue and Carlin Springs Road. The western portion of the sub-unit fronts on Columbia Pike between Moncure Avenue and the interchange. This portion includes Parcels 61-2((19))5A and 11A, and 16-4((30))15, which are developed for institutional use and planned for office use up to .35 FAR. An alternative of retail use up to .35 FAR is planned for Parcel 5A. ... The remainder of the sub-unit fronting on Columbia Pike (Parcels 61-2((1))104A, 105, 112, 113, 113A, 113B(Part),113C, and 114) is planned for community-serving retail or office use up to .35 FAR with median cuts allowing bi-directional access to this portion of the sub-unit from Columbia Pike. These median cuts should be coordinated with those serving redevelopment in Sub-Unit A-3, to the north.”

“To allow for flexibility in the redevelopment and revitalization of this sub-unit, and to insure a transition in land use intensity between commercial uses and adjacent residential neighborhoods, the following options may be considered for portions of this sub-unit provided that 1) logical consolidation of parcels is achieved, 2) building height is limited to 40 feet adjacent to single-family residential uses, and 3) screening to include a solid wall and effective landscaping is provided adjacent to residential or institutional uses:

- Parcels 61-2((1))104A, 105, 112, 113, 113A, 113B(Part), 113C, and 114, and Parcels 61-2((19)) 5A and 11A, fronting on Columbia Pike and Moncure Avenue west of the interchange, may be considered for community-serving retail and/or office use up to .50 FAR.
- Parcels 61-2((1))107, 109, 110 and 113B(Part), Parcels 61-4((1))115, and Parcels 61-4((30))15 and 17, all located west of Williams Lane, may be considered for residential use at 12-16 du/ac.”

“To encourage revitalization within this sub-unit, these further options may be considered provided that additional conditions of consolidation and access are met:

- Parcels 61-2((1))104A, 105, 108, 112, 113, 113A, 113B(Part), 113C and 114, and Parcels 61-2((19))5A and 11A, all located between Moncure Avenue and the interchange, may be considered for retail/office mixed use up to .70 FAR with consolidation of 5 or more acres and coordinated access to Columbia Pike as far from the interchange as possible.”

“• Parcels 61-2((1))107, 109, 110 and 113B, Parcel 61-4((1))115, Parcels 61-4((30))15 and 17, Parcels 61-2((20))1-18B, and Parcel 61-2((1))103A, all located between Moncure Avenue and Seminary Road and along Center Lane, may be considered for residential use at 16-20 du/ac with consolidation of 5 or more acres. As part of a coordinated redevelopment with residential development to the west, Parcels 61-2((20))1-7, which front on Seminary Road, may be considered for neighborhood-serving retail and/or office use up to .35 FAR.”

The adopted Comprehensive Plan Map shows this area is planned for retail and office use, except for parcel 61-4((30))17 which is planned for residential use at 4-5 du/ac.

NOMINATED PLAN AMENDMENT

Nomination APR 05-I-2B proposes to add an option for residential/office/ retail mixed use up to 2.0 FAR as a part of a larger consolidation. Although the nomination includes a single parcel, this parcel is included in the land area addressed by APR 05-I-10B and has been evaluated by staff as a part of that larger nomination area.

Nomination APR 05-I-10B proposes to add an option for residential/office/retail mixed use up to 2.0 FAR and another option up to 3.0 FAR with 5 acres of consolidation. The following table compares the current Plan’s development potential with that proposed by the nomination.

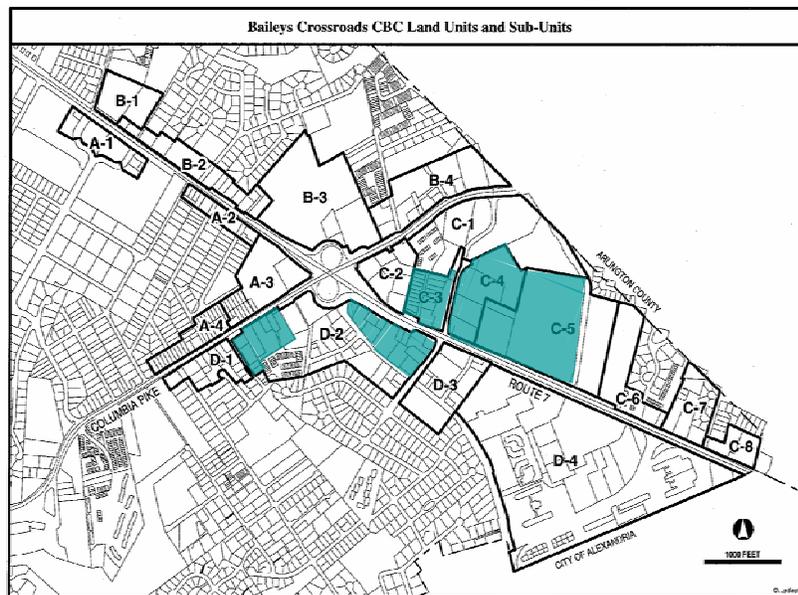
Acres	Current Plan Base	Current Plan Option 1	Current Plan Option 2	Proposed Plan 2.0 FAR	Proposed Plan 3.0 FAR
7.25	556 s.f. (1 single family detached house)	12,000 s.f. (7 units townhouse)	15,500 s.f. (9 units townhouse)	440,000 s.f. (441 units multifamily mid-rise)	660,000 s.f. (662 units multifamily mid-rise)
	45,593 s.f. Retail	73,700 s.f. Retail	103,200 s.f. Retail	63,141 s.f. Retail	94,711 s.f. Retail
	61,456 s.f. Office	73,700 s.f. Office	103,200 s.f. Office	126,282 s.f. Office	189,423 s.f. Office
Total	107,605 s.f.	159,400 s.f.	221,900 s.f.	629,423 s.f.	944,134 s.f.

ANALYSIS

Fairfax County Department of Housing and Community Development (HCD), has conducted public participation workshops and studied revitalization opportunities for the southeast quadrant of the Baileys Crossroads Community Business Center, which is part of the Baileys Commercial Revitalization District. The subject property is located in this study area known as the Baileys SE Quadrant, and was identified in the HCD study as an opportunity area for redevelopment.

The nominations’ proposed high intensity mixed use options raise significant questions about whether this edge of Baileys Crossroads is appropriate for high intensity development, whether this intensity could be compatible with the adjacent residential areas, and whether the proposed changes would result in a planning inequity. Impacts to public facilities were also evaluated, including transportation, schools, parks and sanitary sewer.

Land Use Concept for Baileys Community Business Center (CBC): The Land Use Concept for the Baileys Crossroads CBC indicates the area is planned for “neighborhood and community serving retail and office uses, as well as medium intensity residential.” The Land Use Concept further indicates that additional development with intensity of nearby Skyline Center (1.85 FAR) is not supported by the Plan, “Absent substantial transportation improvements, including provision of mass-transit linkages...”. (See full text of Land Use Concept in Attachment II). Both nominations propose substantial increases in potential building square footage and intensity, up to 2.0 FAR (APR 05-I-2B) and up to 3.0 FAR (APR 05-I-10B). The intensity proposed by the nominations raises issues regarding compatibility in building mass and scale with the adjacent residential neighborhood at the edge of the Baileys CBC and is a significant departure from the current land use concept for Baileys Crossroads. A change in planned intensity may be appropriate for the subject property and should be evaluated in the context of the cumulative impacts resulting from four nominations for substantial increased intensity within the Baileys Crossroads CBC. The following map of the Baileys Crossroads CBC shows the area that is proposed for change in the 2005-2006 APR Cycle.



Planning Inequity: The subject property is located on the edge of the Baileys Crossroads CBC and is adjacent to other commercial uses along Columbia Pike. The proposed increases in planned intensity for this property could result in a planning inequity for other similarly situated commercial property along Columbia Pike and Leesburg Pike. Consideration of changes to use and intensity should be considered in conjunction with other property in the Southeast Quadrant of Baileys Crossroads.

Transportation: The transportation network in and around the Baileys CBC is currently heavily traveled. The 2030 traffic forecast, which assumes future development consistent with the

current Plan, indicated significant congestion in the Baileys area. Severe congestion is forecast in the area’s arterial roadways (i.e. Leesburg Pike and Columbia Pike.) This forecast does not assume significant increases in intensity, as proposed by the nomination. For comparison purposes, the current Plan maximum is estimated to generate 272 AM peak hour trips and 547 PM peak hour trips. The proposed change is estimated to generate 589 AM peak hour trips and 895 PM peak hour trips. Substantial increases in planned density may severely impact the area’s road network.

Schools: The proposed Plan nomination could result in up to a total of 68 new students with the largest impact at the elementary school level. There are no current or projected capacity deficits for the schools in the impacted attendance area. It is noted that the replacement building for Glasgow Middle School is scheduled for completion in the 2009-10 school year. Due to decreasing enrollments, the capacity for the replacement building is being reduced to 1250 students. The anticipated student yield at the elementary and high school levels would significantly reduce excess capacity currently projected for Stuart HS and Parklawn Elementary School.

The following tables indicate that projected student increases from this nomination alone, would not exceed projected school capacity. Staff has not evaluated the cumulative impacts of all APR nominations in this area.

School Pyramid	Capacity 9/30/05	2006-2007		2010-2011		Nomination Maximum Student Yield
		Membership	Membership/Capacity Difference	Membership	Membership/Capacity Difference*	
Stuart HS	1,650	1,508	142	1,591	59	19
Glasgow MS	1,630/1,250	1,124	506	1,006	244	7
Parklawn ES	669	594	75	586	83	42

*Note: Surplus or deficiency in capacity projected for 2010-2011 does not include students resulting from proposed APR nominations.

Parks: The Park Authority estimates that the proposed nomination would result in an increase in population of up to 1,681 new residents, which would increase the need for park and park facilities in the Baileys District, which has a deficiency in recreational facilities. Opportunities to mitigate these impacts include adding improvements to existing parks in the Baileys Planning District or provision of on-site recreational amenities. In addition to on-site recreational amenities, a public urban park may be integrated into the site, which may include plazas, gathering spaces, and pedestrian amenities.

Sanitary Sewer: The subject property receives its sanitary sewer service from Arlington County. Arlington County has expressed concern that the proposed development level of this and other proposed changes in the Baileys Crossroads area may exceed the sanitary sewer capacity allocated to Fairfax County under its current agreement with Arlington County. Any necessary

improvements to the sanitary sewer service, resulting from increased development potential, will need cooperation between Arlington County and Fairfax County. Staff has not evaluated the cumulative impacts of all the APR nominations on this area's sanitary sewer service capacity.

Conclusion: Five APR nominations were submitted for large areas of the Baileys Crossroads CBC that propose significant increases in intensity and changes in use. In total, the proposed development potential is almost 4 million square feet and represents four times the current Plan potential for the nomination areas. Other areas in Baileys Crossroads are similarly planned and situated, and may also experience pressure to redevelop at increased intensity, which could lead to large areas of significantly increased development potential in the Baileys Crossroads area. To appropriately address the complexity of these nominations and their implications for the rest of Baileys Crossroads, additional study is needed especially with regard to coordinated transportation and impacts to public facilities, as well as the need to address issues associated with creating a more urban and dense area.

In terms of the APR process as indicated in the APR Citizens Guide, in a complex area such as this, it may be recommended that an area be considered for a Special Study. A special study of the Baileys Crossroads Area would evaluate all of the APR nominations for this area in the context of the entire Community Business Center.

RECOMMENDATION

The staff recommendation is to defer decision on this APR nomination, and all other APR nominations in the Baileys CBC, until a Special Study of the area is conducted which can evaluate the cumulative impacts of these proposed changes.

ATTACHMENT I

Fairfax County Comprehensive Plan, Area I, 2003 Edition, Baileys Planning District, as amended through 7-25-05, Baileys Crossroads Community Business Center, Sub-Unit D-2, pages 38-39

“Sub-Unit D-2

This sub-unit is directly south of the interchange of Leesburg and Columbia Pikes, between Moncure Avenue and Carlin Springs Road. The western portion of the sub-unit fronts on Columbia Pike between Moncure Avenue and the interchange. This portion includes Parcels 61-2((19))5A and 11A, and 16-4((30))15, which are developed for institutional use and planned for office use up to .35 FAR. An alternative of retail use up to .35 FAR is planned for Parcel 5A. Parcels 61-2((1))107-110, and 113B, and Parcels 61-4((1))115 and 61-4((30))17 are planned for residential use at 4-5 du/ac, with full consolidation. If consolidated, these parcels should have access via Hoffmans Lane. The remainder of the sub-unit fronting on Columbia Pike (Parcels 61-2((1))104A, 105, 112, 113, 113A, 113B(Part), 113C, and 114) is planned for community-serving retail or office use up to .35 FAR with median cuts allowing bi-directional access to this portion of the sub-unit from Columbia Pike. These median cuts should be coordinated with those serving redevelopment in Sub-Unit A-3, to the north.

The eastern portion of the sub-unit fronts on Seminary Road and Leesburg Pike from its interchange with Columbia Pike to Carlin Springs Road and includes the area fronting on Center Lane. This area is planned for community-serving retail and office use up to .35 FAR with buffering and screening to include a solid wall with effective landscaping provided adjacent to residential uses.

To allow for flexibility in the redevelopment and revitalization of this sub-unit, and to insure a transition in land use intensity between commercial uses and adjacent residential neighborhoods, the following options may be considered for portions of this sub-unit provided that 1) logical consolidation of parcels is achieved, 2) building height is limited to 40 feet adjacent to single-family residential uses, and 3) screening to include a solid wall and effective landscaping is provided adjacent to residential or institutional uses:

- Parcels 61-2((1))104A, 105, 112, 113, 113A, 113B(Part), 113C, and 114, and Parcels 61-2((19)) 5A and 11A, fronting on Columbia Pike and Moncure Avenue west of the interchange, may be considered for community-serving retail and/or office use up to .50 FAR.
- Parcels 61-2((1))107, 109, 110 and 113B(Part), Parcels 61-4((1))115, and Parcels 61-4((30))15 and 17, all located west of Williams Lane, may be considered for residential use at 12-16 du/ac.
- Parcel 61-2((1))108, located west of Williams Lane, may be considered for either community-serving retail and/or office use up to .50 FAR if consolidated with similarly planned parcels to the north, or for residential use at 12-16 du/ac if consolidated with similarly planned parcels to the south.

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- Parcels 61-2((20))1-18B and Parcel 61-2((1))103A, located between Williams Lane and Seminary Road and along Center Lane, may be considered for residential use at 12-16 du/ac. As part of a coordinated redevelopment with residential use to the west, Parcels 61-2((20))1-7, which front on Seminary Road, may be considered for neighborhood-serving retail and/or office use up to .35 FAR.
 - Parcels 61-2((1))96-100, Parcels 61-2((21))1-22, and Parcels 61-4((17))A2-C3, located between Seminary Road and Leesburg Pike and along Seminary Road northwest of Carlin Springs Road and Scoville Street, may be considered for community-serving retail and/or office use up to .50 FAR.

To encourage revitalization within this sub-unit, these further options may be considered provided that additional conditions of consolidation and access are met:

- Parcels 61-2((1))104A, 105, 108, 112, 113, 113A, 113B(Part), 113C and 114, and Parcels 61-2((19))5A and 11A, all located between Moncure Avenue and the interchange, may be considered for retail/office mixed use up to .70 FAR with consolidation of 5 or more acres and coordinated access to Columbia Pike as far from the interchange as possible.
- Parcels 61-2((1))96-100, and Parcels 61-2((21))1-22, all located between Seminary Road and Leesburg Pike northwest of Carlin Springs Road, may be considered for retail/office mixed use up to .70 FAR with consolidation of 5 or more acres and coordinated access to Leesburg Pike and/or Seminary Road. Access to Leesburg Pike should be as far from the interchange as possible.
- Parcels 61-2((1))107, 109, 110 and 113B, Parcel 61-4((1))115, Parcels 61-4((30))15 and 17, Parcels 61-2((20))1-18B, and Parcel 61-2((1))103A, all located between Moncure Avenue and Seminary Road and along Center Lane, may be considered for residential use at 16-20 du/ac with consolidation of 5 or more acres. As part of a coordinated redevelopment with residential development to the west, Parcels 61-2((20))1-7, which front on Seminary Road, may be considered for neighborhood-serving retail and/or office use up to .35 FAR.
- Parcel 61-2((1))108, located west of Williams Lane, may be considered for either community-serving retail and/or office use up to .70 FAR if consolidated with similarly planned parcels to the north, or for residential use at 16-20 du/ac if consolidated with similarly planned parcels to the south.

Within this sub-unit, internal transportation improvements and linkages, which may include the realignment and/or abandonment of Center and Williams Lanes, will be determined as redevelopment occurs. At a minimum, these improvements should include a right-of-way providing access from Moncure Avenue, either by extension of Hoffmans Lane or via Parcels 61-4((30)) 15 and 17, across Parcel 61-2((1))113B to Parcels 61-2((1)) 107, 109, 110, and 115. If coordinated residential redevelopment on both sides of Williams Lane occurs, linking Moncure Avenue with Seminary Road may be considered provided that measures are taken to minimize cut-through traffic.”

ATTACHMENT II**ADDITIONAL COMPREHENSIVE PLAN TEXT:**

Fairfax County Comprehensive Plan, Area I Volume, 2003 Edition, Baileys Planning District, Baileys Crossroads Community Business Center, as amended through 7-25-05, Land Use, p 19:

“Land Use Concept

The land use concept for Baileys Crossroads outlines a pattern of development that represents a modification of the planning policies that have shaped the area over the last three decades. The area contains the Skyline Center complex, one of the highest-intensity residential, retail and office mixed-use developments in Fairfax County. Absent substantial transportation improvements, including provision of mass-transit linkages, additional development at this level of intensity elsewhere within the CBC is not supported by the Plan. The Plan envisions redevelopment to be composed of neighborhood- and community- serving retail and office uses as well as medium-intensity residential (townhouse and multi-family), retail, office, and institutional uses at a pedestrian-oriented scale and character that, in combination, will strengthen the area's quality of life for its own and neighboring residents.

Of particular importance is the creation and maintenance of transitional areas or "edges" that define the limits of Baileys Crossroads and foster land use compatibility with adjacent residential neighborhoods. Typically, transitional areas include buffering, screening, and permanent open space or parkland as well as townhouse-style offices, neighborhood retail, garden apartments, residential townhouses, lower-intensity institutional uses, and landscaped peripheral streets. It is recommended that these transitional development techniques be continued. Also, the new concept provides an enhanced circulation system that includes improving both Leesburg Pike and access to Leesburg and Columbia Pikes near their intersection. (Site-specific guidance for land use and intensities is included in the Land Unit Recommendations section.)”